

COUNCIL MINUTES  
JOINT TIGARD CITY COUNCIL AND  
WASHINGTON COUNTY BOARD OF COMMISSIONERS MEETING  
December 20, 2004

The meeting was called to order at 6:40 p.m. by Mayor Dirksen.

Council Present: Mayor Dirksen, Councilors Moore, Sherwood, Wilson, and Woodruff

Commissioners Present: Board Chair Brian (arrived at 6:45 p.m.),  
Commissioners Duyck, Leeper, Rogers, and Schouten.

DISCUSSION ON ANNEXATION

City Manager Monahan opened the discussion noting the purpose of this meeting is for the City and County to touch bases after the recent two-year annexation efforts. He noted that Tigard proceeded with one annexation since the election and action for another annexation will be considered by the Council next week. The first area annexed was north of Bull Mountain Road (Alpine View). The area to be considered next week consists of 36 acres on Bull Mountain (Arbor Summit I and II and Bella Vista). The double majority annexation process was used.

Annexation of the Alberta Rider School property will be coming up soon.

(Chair Brian arrived at 6:45 p.m.)

Mr. Monahan reviewed a map showing properties, 516 parcels, in various stages of development. Proceeding with annexation will give the City an opportunity to collect system development charges. City staff estimates if the 516 sites are developed within the next five years, approximately \$1.9 million could be collected for purchasing and developing parks.

Mr. Monahan advised the City has worked over the years to identify park properties and referred to property next to the Menlor Reservoir, the Stanley property and property along the Bonneville power line. In recent discussions with the Trust for Public Lands, there is a possibility the City could obtain a small portion of property that remains from the original Stanley property and add to the Cache property. With the Bonneville power line property, there would be the possibility of a regional trail system from Beaverton through Tigard. Another potential project is located in the nature reserve area next to Roy Rogers Road.

County Administrator Charlie Cameron updated the City Council on recent activities by Washington County with regard to annexation activity by the City of Beaverton. The County has also met with representatives from King City to discuss an urban services agreement and to offer assistance to King City to guide King City growth. At this time, King City is considering what the boundaries should be for future annexation.

Mr. Cameron reported that agreement on Hillsboro and Beaverton boundaries has been difficult. Beaverton has adopted an aggressive annexation policy. The Beaverton unincorporated area is very large, and if annexed, thousands of people would be added to the city. Beaverton would probably not be able to provide services in a reasonable amount of time so a plan (shown on maps) was developed for a 10-year plan regarding providing services by Beaverton and the County.

Mr. Cameron noted the need to analyze the double taxation issue. Cities have raised concerns that taxpayers within city boundaries are subsidizing services to those who live in the unincorporated areas. The County plans to have the analysis completed within year, which will be overseen by the County Auditor.

A remaining issue is what to do with the urban reserve areas; the policy has been that urban reserve areas are assigned to a recipient city for annexation. The County feels that the beneficiaries of planning, the landowners, in the area should bear the costs for the planning. He noted one exception in that the County is performing the planning for the Bethany area because it is not directly adjacent to Beaverton.

Picking up the subject again of the double taxation issue, Mr. Cameron reviewed the types of revenue for the County, which include user fees where the customer bears full cost, and the uniform tax rate applied County-wide, which funds the services provided only by the County, such as the public health services. Money for land use planning comes from county-wide property tax dollars. Public safety funding comes from county-wide dollars as well as dollars contributed from Enhanced Sheriff Patrol areas. The County provides mutual aid services and funds special law enforcement teams.

Councilor Woodruff asked for clarification from the County Commissioners about their expectations of annexation. Commissioner Schouten said one of the items for review by the Legislature this session will be to clarify the use of single majority annexations, which he said should be available for use by cities. Mayor Dirksen advised that Senator Burdick and Representative Galizio have both expressed support for such legislation; in fact, Senator Burdick said she would sponsor a bill on this subject.

Chair Brian advised the County Board has not focused on the annexation issue since the election and said there is some work that needs to be done

legislatively. He noted additional issues to annexation, which include urban service delivery and land use issues that will come as a result of Measure 37. With regard to annexation policies, Chair Brian said that in the long run, it is better for people to receive urban services from a City. He noted the complications created when the County forms special service districts, which fill some of the needs to unincorporated area residents and, as a result, takes away some of the reasons to annex. He said he still wanted to continue to discuss annexation.

Mr. Cameron noted problems created when cities form boundaries for annexation that do not include the residential areas or the areas where more expensive services are needed. From the County's perspective this will lead to a fragmented community. Unincorporated areas could become primarily residential, which will have needs for services.

Discussion then turned to Comprehensive Planning. Tigard is in the beginning stages of a Comprehensive Plan review and update. For the unincorporated area's comprehensive planning, Chair Brian said this is not on the County's 2005 work plan. He suggested the County might be able to contribute a "rifle shot" effort versus a full comprehensive plan work up. Mayor Dirksen said he thought any planning should be done in a coordinated effort.

Commissioner Leeper commented about the "full plate" of subjects that the County Board considers and outlined his views on differentiation of services offered from the County and those offered by cities. He said he would expect that cities would pick up responsibilities for the roads in an area it annexes. He acknowledged the need to find a way to finance parks and recreation services.

Councilor Wilson said some pressure would be relieved if it would be possible to collect SDC funds and land bank areas. He noted the Bull Mountain area is developing so quickly and was concerned that any land that could be used for parks would be gone.

In response to a comment from Mayor Dirksen, Chair Brian said it would be in the best interest of residents to be in cities. Some areas are more ready than others to be annexed and the entire process will take time. He said the County is not equipped to offer the constant maintenance that subdivisions require. Chair Brian said the collection of SDC's should not be overrated. City Manager Monahan noted the City keeps losing ground when development occurs without collecting SDC's.

Commissioner Rogers referred to the recent annexation plan election and said he heard some common themes. He encouraged continued dialogue with the residents in the unincorporated area who want to know what value there would be in annexing. He noted the planning issues and concerns with densely developed properties. He said that Tigard has not indicated that it wanted to take

the roads in the area. Mayor Dirksen said roads might be taken in after a year. There is a need to collaborate on comprehensive planning, which would also address the parks issue. Another issue is for delivery of public safety services; i.e., services by Tigard and services from the County Sheriff. Commissioner Rogers noted he had concerns with the use of the single-majority annexation method.

Councilor Sherwood asked if Commissioner Rogers was asking the City to take over the roads first and then annex the neighborhoods? He replied that it would be difficult to annex the roads first and said there is a need to comprehensively and collaboratively look at projects. Commissioner Duyck suggested there be a commitment that, when an area is annexed, then the road will follow.

Commissioner Rogers said he supported collecting SDC fees within urban services boundaries.

Councilor Sherwood advised she had heard concerns by residents about pedestrian safety on Bull Mountain Road.

Commissioner Schouten said a possible funding source may come from a parks and greenspace levy that is now under consideration. MSTIP III could be a potential source for the greenspace planned in the power line corridor. The possibility of collecting SDC funds, buying land and holding it for future park land use was suggested again.

Chair Brian said he would like to assist in bringing dollars into the County from the Oregon State Parks Division for the power line trail, which he believed would have a good chance for funding.

Commissioner Rogers noted the need to resolve how the planning would be accomplished for the Bull Mountain unincorporated area. He noted the need to look "globally" at the area, so people do not feel like piecemealing is occurring. He asked if the City would be interest in a density transfer from Bull Mountain to the downtown.

Additional discussion followed on comprehensive planning and density transfers and how this would affect long-term planning (Tigard following a 20-year plan) and the need for a cooperative venture to address these issues. This coordination would also need to be done with LCDC and Metro. The community at large would need to determine where it would support increased densities. The urban reserve areas would also be impacted.

Commissioner Schouten noted there is a market for all different types of development and that increased densities could be a positive occurrence for certain areas.

Councilor Wilson noted this conversation about densities is taking place in many Metro communities. He referred to a "hardening of the edge" where the outer areas of the metro area are being developed more densely than SE Portland. He said Metro needs to be included in this discussion; he does not feel that "this is what our citizens want." He called for planning for a community that "we want." There may be an interest in more density in the downtown area, but everyone should be involved in the terms and the timeframe.

Commissioner Leeper noted the need for comprehensive planning a timely manner or development will occur under current zoning. He referred to a disruption of town center planning in his district because development was ready to go before the town center plan was in place. There was reference to the Washington County Project 2000 Plan, which called for the annexation of urban areas to cities. The plan has been moving at "glacial speed" while development has been going forward quickly.

Chair Brian suggested that County Administrator Cameron and City Manager Monahan assess what would be involved in a coordinated review of the Comprehensive Plan.

Mr. Monahan noted the upcoming goal-setting session with the Council, wherein the Council could determine priorities for the next year. Mayor Dirksen said plans have been to focus on Downtown planning for the next several months. Downtown planning and the comprehensive planning will dovetail. It will take a period of months to set up the citizen involvement program.

Commissioner Leeper said he was glad the City was emphasizing a good public outreach program.

Chair Brian advised that, as a Tigard resident, it was exciting to see planning move forward for the downtown area noting that timing is critical in order to take advantage of funding.

City Manager noted that efforts placed in Comprehensive Planning for the unincorporated area could be rolled into an Annexation Plan.

Commissioner Schouten pointed out that some funding sources are only available for cities. For example, the County cannot collect franchise fees and the cities receive a share of the gas taxes that are collected.

In response to a question from Commissioner Rogers about whether the City wanted to take responsibility for two urban reserve areas, Councilor Wilson clarified that he thinks the City should be involved in the planning for these areas and ultimately annex the areas to the City of Tigard. He said what he would not want is to be held to a predetermined outcome to develop a plan that was not liked.

Mr. Cameron advised that the past assumptions were that urban reserve areas would become part of the city immediately adjacent. The Board would need to decide this. He said the City that is to "get" the reserve areas should be involved in the planning for those areas.

The general consensus of the Council members and the Commissioners was that the County Administrator and City Manager should meet to discuss how to address the comprehensive planning issues as discussed at this meeting. Mr. Cameron noted there will be some tough policy and financial choices to be made along with some priority setting by the Board of Commissioners and the City Council.

Mayor Dirksen noted that recent survey results indicated that Tigard citizens would not want to form a separate park and recreation district with its own taxing authority. The survey indicated there was support for the City to provide the park and recreation services. He asked if the County could help fund.

A future meeting of the Commissioners and Council will be needed discuss the Corridor Revitalization project.

County Administrator Cameron referred to impacts due to the failure of the public safety levy. If the taxpayers choose not to authorize additional funding in 2006, there will be severe impacts to the system. He noted it was incumbent on the County to engage with the citizens so they understand the services and role of the County justice system (jails, courts, homeless shelters, district attorney, and emergency communications).

Motion by Councilor Woodruff, seconded by Councilor Wilson, to adjourn the meeting.

The motion was approved by a unanimous vote of Council present:

Mayor Dirksen:	Yes
Councilor Moore:	Yes
Councilor Sherwood:	Yes
Councilor Wilson:	Yes
Councilor Woodruff:	Yes

The meeting adjourned at 8:35 p.m.

Catherine Wheatley  
Catherine Wheatley, City Recorder

Attest:

[Signature]  
Mayor, City of Tigard

Date: 1.25.05

I:\admin\city\com\2004\041220.doc